

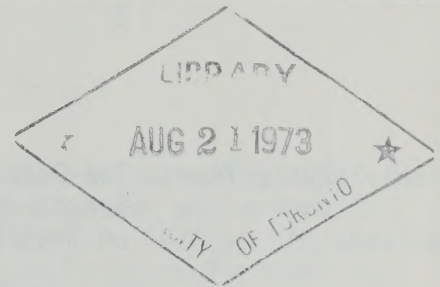


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# Reference Papers

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- R26

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THE DEPARTMENT OF EXTERNAL AFFAIRS

## Historical Background

From Confederation in 1867 until 1914, Canada's position in the British Empire was essentially that of a self-governing colony, whose external relations were directed and controlled by the Imperial Government in Great Britain through the Colonial Office and through the Governor General. By 1914, however, Canada and the other British dominions had acquired considerable *de facto* power in the field of external relations. Therefore, partly because of its increasing importance in world affairs and partly out of a growing desire for autonomous status, which had been fostered particularly during the First World War, Canada sought, within the existing constitutional framework of the Empire, a fuller control over its own external relations -- a process that culminated in the Imperial Conference of 1926.

Canada's first efforts concerning its own external relations, in the early 1900s, took the form merely of creating improved administrative machinery at home. The first formal suggestion that a separate department be established to deal with external relations on the precedent of the government structure in Australia came in 1907 from Joseph (later Sir Joseph) Pope, then Under-Secretary of State.

In May 1909, under the Government of Sir Wilfrid Laurier, which introduced a bill, Parliament authorized the establishment of a "Department of External Affairs". The title indicated that it was to deal with Canada's relations with other governments within the British Empire and with foreign states. The act creating the Department placed it under the Secretary of State, with an Under-Secretary of State for External Affairs ranking as the permanent deputy head of the Department. The establishment of the Department involved no constitutional change.

In 1912, an amending act was passed placing the Department directly under the Prime Minister instead of the Secretary of State, and from April 1 of that year the Prime Minister held the portfolio of Secretary of State for External Affairs. The appointment of a separate minister for the Department was considered from time to time, but no action was taken until March 1946, when a bill was introduced to repeal the section of the act of 1912 providing that the Prime Minister should be the Secretary of State for External Affairs. The bill was passed on April 2 and five months later, on September 4, 1946, the announcement was made of the appointment of the Honourable Louis St. Laurent as the first separate Secretary of State for External Affairs.



**Early Years** The Department began with a small staff consisting of the Under-Secretary (Joseph Pope), two chief clerks and four clerks. In 1912 an Assistant Under-Secretary was added and in 1913 a Legal Adviser.

The gradual recognition of Canadian autonomy in international affairs and the growth of Canadian responsibilities abroad made expansion inevitable. After 1920, it became increasingly evident that Canada's interests could no longer be conveniently handled by the British diplomatic and consular authorities. The new Department began to develop into an agency for the direct administration of Canada's external affairs.

In 1921, the Office of the High Commissioner in London was placed under the control of the Department. In 1925, a Canadian Advisory Officer (subsequently called Permanent Representative) was appointed to represent Canada in Geneva at various conferences and Assemblies of the League of Nations and to keep the Canadian Government informed of the activities of the League and of the International Labour Office.

An advance of the first importance in the Department's development came as the result of an agreement reached at the Imperial Conference of 1926 by which the Governor General ceased to represent the British Government and became solely the personal representative of the Sovereign. This brought about two changes: (1) As the British Government was now without a representative in Canada, it appointed, in 1928, a High Commissioner to represent it at Ottawa; (2) after July 1, 1927, correspondence from the Dominions Office in London and from foreign governments was directed to the Secretary of State for External Affairs instead of to the Governor General.

**Representation Abroad** Before the establishment of the Department, a High Commissioner had been appointed to represent Canada in London (in 1880) and an Agent General in France (in 1882), neither of whom had diplomatic status. In addition, Canada was represented abroad in the closing years of the nineteenth century by trade commissioners and immigration officials. They were appointees of individual departments of the Canadian Government and did not enjoy diplomatic status. Negotiations with foreign countries were conducted through the British Foreign Office and dealings with other parts of the Empire through the Colonial Office, with Canadian representatives frequently included in negotiations. Canadian interests abroad were handled by British diplomatic and consular authorities. All communications to other governments were made through the Governor General in those early years.

Before 1920, Canada had no independent diplomatic representative abroad, although as early as 1920 it was agreed by the British and Commonwealth Governments, and by the United States Government, that a



Canadian minister could be appointed to Washington. The appointment was made in 1926, and the first Canadian legation was opened in Washington early in 1927. This was followed in 1928 by the appointment of the former Commissioner-General in Paris as Minister to France, and, in 1929, by the opening of a legation in Tokyo. At about the same time, the United States, France and Japan opened legations in Ottawa.

The expansion of the service was thereafter interrupted by the depression of the Thirties. The three years of rapid growth from 1926 to 1929 were followed by a decade of consolidation. The next step in the exchange of diplomatic representatives with other countries was taken when Belgium sent a minister to Ottawa in 1937; in January 1939, Canada established legations in Belgium and the Netherlands.

With the outbreak of the Second World War, it became imperative that Canada have closer and more direct contact with other governments of the Commonwealth, with the allied governments and with certain other foreign governments. The day after Canada's separate declaration of war on September 10, 1939, it was announced that the Canadian Government would send high commissioners to Australia, New Zealand, South Africa and Ireland. The governments of these countries reciprocated. The appointment in 1941 of a high commissioner to Newfoundland recognized the importance of that country to the defence of Canada.

The increasing magnitude of Canada's war effort and its growing international commitments led to a rapid increase of diplomatic exchanges with foreign countries. In 1942, by reciprocal agreement, Canada appointed ministers to the U.S.S.R. and China. During the war, a single Canadian minister was accredited to a number of allied governments then functioning in London or Cairo: those of Belgium, the Netherlands, Czechoslovakia, Greece, Norway, Poland and Yugoslavia. (Canada also received ministers from each of these governments.) After the liberation of France, the Minister, following a period in Algiers as representative to the French Committee of National Liberation, moved to Paris, with the rank of ambassador. Separate missions are now established in the capitals of all these countries.

The establishment of diplomatic relations with Latin America was another wartime development. In 1941, Canadian legations were opened in Brazil and Argentina (the Minister to the latter was also accredited in 1942 to Chile), and these countries sent their first ministers to Ottawa. Diplomatic representatives were sent to Mexico and Peru in 1944 and to Cuba in 1945. The decision to open missions in Latin America was based not only on the development of intra-American trade but also on the conviction that a closer understanding was necessary to the solution of common problems during the war, when several Latin



American countries became allies. Canada now has diplomatic relations with all countries in Latin America.

Canada's external affairs services continued to expand following the war. Embassies were opened in a number of countries and, after 1947, high commissioners were accredited to India and Pakistan and subsequently to most of the other new members of the Commonwealth. In the 1960s, Canada also developed its diplomatic relations in the French-speaking world, particularly the newly-independent French-language states of Africa.

During and after the war, Canada participated in the general trend toward the elevation of legations to embassy status. In 1943, most of the large Canadian missions abroad became embassies. Since then, certain of the new missions listed above were opened as embassies, while others, such as the missions in Italy and Switzerland, were raised to the rank of embassies later.

Membership in the United Nations has increased Canada's responsibilities outside its own borders, and Canada has been represented on various organs of the United Nations since its formation in San Francisco in 1945. After Canada's election, for a term, to the Security Council in September 1947, a Permanent Canadian Delegation was established in New York in January 1948, and later in the year a small office was also opened in Geneva, the European headquarters of the world body. In view of the increasing responsibilities Canada has assumed in the organization since that time (e.g., Palestine truce supervision, UN Military Observer Group in India and Pakistan, United Nations Emergency Force, United Nations Operation in the Congo, and other UN undertakings), both these offices, now called permanent missions, have been expanded.

Canada was one of the founding members of the North Atlantic Treaty Organization in 1949, and has played an active role in it. In May 1952, on the establishment of the North Atlantic Council, a Canadian Permanent Delegation was set up in Paris to represent Canada's NATO interests. When, in October 1967, the headquarters of the NAC moved to Brussels, the Canadian Delegation moved with it. Canada maintains in Paris a Permanent Delegation to the Organization for Economic Co-operation and Development. In addition to representing Canada on these permanent international bodies and their various committees, officials of the Department of External Affairs have been members of Canadian delegations at a large number of international conferences in recent years.

Today, Canada conducts its external relations with some 115 countries through the following channels:



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- (a) *Embassies in:* Algeria, Argentina, Austria, Belgium, Brazil, Cameroon, Chile, People's Republic of China, Colombia, Costa Rica, Cuba, Czechoslovakia, Denmark, Ethiopia, Finland, France, the Federal Republic of Germany, Greece, Guatemala, Haiti, the Holy See, Hungary, Indonesia, Iran, Ireland, Israel, Italy, Ivory Coast, Japan, Lebanon, Mexico, the Netherlands, Norway, Pakistan, Peru, the Philippines, Poland, Portugal, Senegal, South Africa, Spain, Sweden, Switzerland, Thailand, Tunisia, Turkey, the Union of Soviet Socialist Republics, Egypt, the United States of America, Venezuela, Yugoslavia, Zaïre;
- (b) *Non-Resident Ambassadors to:* Afghanistan, Bolivia, Bulgaria, Burma, Burundi, the Central African Republic, Chad, the Popular Republic of the Congo, Dahomey, the Dominican Republic, Ecuador, El Salvador, Gabon, Guinea, Honduras, Iceland, Iraq, Jordan, the Republic of Korea, Kuwait, Liberia, Libya, Luxembourg, Madagascar, Mali, Mauritania, Morocco, Nepal, Nicaragua, Niger, Panama, Paraguay, Romania, Rwanda, Somali Republic, Sudan, Syria, Togo, Upper Volta, Uruguay;
- (c) *High Commissions in:* Australia, Bangladesh, Britain, Ghana, Guyana, India, Jamaica, Kenya, Malaysia, New Zealand, Nigeria, Singapore, Sri Lanka, Trinidad and Tobago, Tanzania, Zambia;
- (d) *Non-Resident High Commissioners to:* Bahamas, Barbados, Botswana, Cyprus, Fiji, Gambia, Lesotho, Malta, Mauritius, Sierra Leone, Swaziland, Tonga, Uganda, Western Samoa;
- (e) *Commissioner in:* Hong Kong;
- (f) *Non-Resident Commissioners to:* British Honduras, the West Indies Associated States;
- (g) *Consulates General in:* Atlanta, Bordeaux, Boston, Chicago, Düsseldorf, Hamburg, Los Angeles, Marseilles, Milan, New Orleans, New York, San Francisco, Seattle;
- (h) *Consulates in:* Buffalo, Cleveland, Dallas, Detroit, Minneapolis, Philadelphia, Rio de Janeiro, San Juan, São Paulo, Stuttgart;
- (i) *Non-Resident Consul General in:* Monaco;
- (j) *Non-Resident Consul in:* San Marino;
- (k) *Honorary Consulate-General in:* Reykjavik;
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- (l) *Non-Resident Military Mission to:* Berlin;
- (m) *Canadian Permanent Missions to:* United Nations (New York), United Nations (Geneva), Conference of the Committee on Disarmament (Geneva), United Nations Industrial Development Organization (UNIDO) (Vienna) and International Atomic Energy Agency (IAEA) (Vienna);
- (n) *Canadian Permanent Delegations to:* North Atlantic Council (Brussels), United Nations Educational, Scientific and Cultural Organization (UNESCO) (Paris), Organization for Economic Co-operation and Development (OECD) (Paris);
- (o) *Canadian Observer Mission to:* Organization of American States (Washington);
- (p) *Canadian Commissioner on:* International Supervisory Commission for Laos;
- (q) *Canadian Mission (resident in Brussels) to the European Communities:* European Economic Community (EEC); European Atomic Energy Agency (EAEC); European Coal and Steel Community (ECSC).

Functions of the  
Department

The main functions of the Department of External Affairs are:

- (a) The supervision of relations between Canada and other countries and of Canadian participation in international organizations; the protection of Canadian interests abroad;
- (b) the collation and evaluation of information regarding developments likely to affect Canada's international relations;
- (c) correspondence with other governments and their representatives in Canada;
- (d) the negotiation and conclusion of treaties and other international agreements;
- (e) the representation of Canada in foreign capitals and at international conferences.

Organization  
in Ottawa (l)

The headquarters organization of the Department of External Affairs is designed to ensure strength and flexibility, and to encourage the closest possible co-ordination between the discharge of operational responsibilities and the continuous development of the policy framework within which operations must be conducted.

- (l) See Appendix I.



The Under-Secretary and Associate Under-Secretary between them bear general responsibility for departmental policy and operations. With the five Assistant Under-Secretaries, they form a team responsible for the main areas of foreign policy.

In order that top management might be free to concentrate on policy formulation and direction, responsibility for departmental operations within established policy was some time ago delegated to the directors-general of a number of bureaux composing the main body of the Department. These main units, whose formation was the principal focus of the new organization, gather most of the divisions of the Department into three groups: *area*, *functional* and *administrative*. The most obvious structural characteristic of the new organization is the degree of its decentralization. The new structure is meant to exploit the advantages offered by adoption of the idea of country planning and management. By its very nature, such a conception facilitates differentiation between matters that require decisions to be taken at the senior management level and those that can be made at the level of management immediately responsible for the direction of operations.

#### The Under-Secretarial Group

Associated with the exercise of the Under-Secretary's responsibilities are certain functions that must be carried out under the direct control of the Under-Secretarial group -- such as security and relations with the diplomatic corps. The *Press Office* is associated with the Under-Secretarial group. In addition, the *Central Staff* and the *Operations Centre* provide a briefing and administrative assistance secretariat and perform a liaison and co-ordinating function. The *Policy Analysis Group*, which has particular responsibility for longer-term considerations, also reports directly to the Under-Secretary, as do the *Bureau of Security and Intelligence Liaison*, the *Protocol Division*, the *Special Research Bureau*, the *Inspection Service* and the *Departmental Adviser on Bilingualism*.

The *Press Office* is concerned with the Department's relations with the press, radio and television regarding Canadian foreign policy. It prepares press conferences for the Secretary of State for External Affairs and makes press arrangements for international conferences at home and abroad and for visiting dignitaries. It also provides posts with timely reports of Canadian news and Government policy to help them deal with the local press.

The *Operations Centre* was set up to improve the ability of the Department and the Government to react quickly and to alert ministers and officials to reports and events of immediate significance for Canadian interests. During periods of tension, the Centre has provided a necessary focal point for decision-making and information-gathering. On several occasions, a special task force has been formed and located physically in the Centre.



The Centre is associated with certain other small units, collectively known as the *Central Staff*, intended to assist the Minister and his senior officials by serving as an expediting and liaison group.

The *Policy Analysis Group* was established to assist in the development and analysis of major policy issues in the sphere of foreign affairs. It works closely with a number of similar organizations, both within and outside the Government. The Group also assists the Department in developing and applying new techniques of forecasting and future-oriented policy research.

The *Bureau of Security and Intelligence Liaison* (which does not fit into the area, functional or administration groups) deals with the security aspects of the Department's operations and is responsible for the conduct of liaison on security and intelligence matters.

The *Protocol Division* handles matters of the accreditation and appointment of foreign and Commonwealth representatives to Canada and of Canadian representatives to other countries, resolves questions of diplomatic privileges and immunities, in respect both of foreign missions to Canada and Canadian missions abroad, and plans, organizes and manages state and official visits to Canada and the hospitality involved.

The Department provides administrative support for the *Special Research Bureau*.

The *Inspection Service*, which reports direct to the Under-Secretary, is responsible for carrying out systematic independent reviews and appraisals of departmental operations both at posts abroad and at headquarters. It seeks to assist all levels of management in the effective discharge of their responsibilities by furnishing them with objective analyses, appraisals, comments and recommendations. It also assists the Interdepartmental Committee on External Relations (ICER) by on-the-spot appraisals of the integration of support services at posts.

The *Departmental Adviser on Bilingualism* supervises the co-ordination of departmental policies on bilingualism and administers language tests.

Area Bureaux The *area divisions* are distributed amongst the Bureaux of African and Middle Eastern Affairs, Asian and Pacific Affairs, European Affairs and Western Hemisphere Affairs. Each division is responsible for a number of the countries that make up the region administered by the bureau to which it belongs.(2) The Bureau of African and Middle Eastern Affairs comprises the African Affairs I, African Affairs II

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(2) See Appendix II.



and Middle Eastern Divisions; the Bureau of Asian and Pacific Affairs, the East Asia, Pacific and South Asia Divisions; the Bureau of European Affairs, the Eastern European, Northwestern European and Western European Divisions; and the Bureau of Western Hemisphere Affairs, the Caribbean, Latin American and United States of America Divisions.

Corresponding to the area bureaux are a number of bureaux organized on a *functional* basis: Economic and Scientific Affairs; Defence and Arms Control Affairs; Legal Affairs; Consular Affairs; United Nations Affairs; Public Affairs; and Co-ordination.

A continuing dialogue between the functional and area bureaux is essential to the attainment of the Department's objectives. Each regional bureau, as the co-ordinating centre responsible for the shaping and management of country plans and programs, ensures that functional interests are appropriately reflected in post operations. Similarly, functional bureaux respect, in the management of their operations, the interests of the regional bureaux. The two perspectives are complementary, and together generate a sensitive and thorough approach to the complexities of the Department's operations.

#### Functional Bureaux

The *Bureau of Economic and Scientific Affairs* co-ordinates and develops policy and initiatives touching on broader questions of major significance for Canada in international economic, scientific and environmental affairs. It comprises four divisions: Aid and Development; Commercial Policy; Transport, Communications and Energy; and Scientific Relations and Environmental Problems.

The *Aid and Development Division* provides a focus for co-ordination of departmental views on aid-policy questions and a channel for consultation with the Canadian International Development Agency and with other government departments and agencies that have an interest in particular aspects of development-assistance activities, both bilateral and multilateral. The division also has responsibility for special measures designed to promote the trading interests of developing countries, and provides liaison with the Export Development Corporation and the International Development Research Centre. It supplies representation at relevant interdepartmental consultations on aid questions and helps to staff Canadian delegations to international aid conferences, such as the Colombo Plan Consultative Committee, the United Nations Conference on Trade and Development, the United Nations Development Program, the International Bank for Reconstruction and Development and the regional development banks to which Canada belongs.

With the exception of the specific areas noted below, the *Commercial Policy Division* has responsibility for general international economic,



trade and financial policy questions, including Canada's bilateral relations in these fields with all countries, and Canadian participation in international organizations and multilateral arrangements concerned with such matters. The exceptions referred to above are bilateral and multilateral foreign aid and development, and energy, transport and communications questions.

The *Transport, Communications and Energy Division* is primarily concerned with the external-affairs aspects of transport, communications and energy, including bilateral and multilateral questions relating to atomic energy, bilateral civil aviation agreements, INTELSAT and other communications subjects, matters related to the export of strategic materials, and bilateral energy relations with the United States. This division has responsibility for matters concerning the International Atomic Energy Agency; the entry into force of the Treaty for the Non-Proliferation of Nuclear Weapons has given added importance to the Agency's safeguarding role.

The *Scientific Relations and Environmental Problems Division* was established in 1970 as a reflection of the growing importance of science, technology and environmental problems in the conduct of international relations. This division enables the Department to meet new responsibilities, and has concentrated existing activities, hitherto dispersed, in one unit. The division is concerned with international, largely intergovernmental, aspects of activities predominantly scientific and technical in nature, or relating to the preservation of the human environment. Divisional responsibilities also include the following: the conduct of scientific relations with other countries and international organizations, including the negotiation of agreements pertaining to scientific, technological and environmental matters; the provision of advice on scientific questions with foreign-policy implications; liaison and co-ordination with science-based departments and agencies; and the administrative direction of official scientific representation abroad.

The direct relations between foreign and defence policies requires close liaison between the Department of External Affairs and other departments, particularly the Department of National Defence. The *Bureau of Defence and Arms Control Affairs*, consisting of the Defence Relations Division and the Arms Control and Disarmament Division, is responsible for these aspects of the Department's work.

The co-ordination of Canadian foreign and defence policies in connection with Canada's participation in North American defence, Canadian membership in NATO and other military activities abroad is carried out through a variety of interdepartmental channels and groups in which the Department is represented. The Secretary of State



for External Affairs is the Chairman of the Cabinet Committee on External Policy and Defence, the meetings of which are usually attended by the Under-Secretary or officials from the Department as well. The Department is also represented at the meetings of the Defence Council in the Department of National Defence and on several senior interdepartmental bodies that advise on various aspects of defence policy. The Director General of the Bureau is a member of the Canadian Section of the Canada-United States Permanent Joint Board of Defence, and the Bureau provides a member and the Secretary of the Canadian Section of the Canada-U.S. Civil Emergency Planning Committee.

The Bureau is responsible for the direction of Canadian participation in the exploratory talks on Mutual and Balanced Force Reductions (MBFR), which commenced in January 1973 in Vienna. It is supported in this task by an interdepartmental committee made up of representatives of the Departments of External Affairs and National Defence.

The *Defence Relations Division* has the task of co-ordinating departmental views and preparing guidance for the departmental representatives on such interdepartmental bodies, as well as providing advice on the defence aspects of Canada's bilateral relations with various countries. In particular, it is the responsibility of the officers of the North American and NATO Sections of this division to co-ordinate the preparation of instructions for the Canadian Permanent Delegation to the North Atlantic Council in Brussels, and briefs for the twice-yearly meetings of the Council in ministerial sessions. The division provides the Secretary of the Canadian Section of the Canada-U.S. Permanent Joint Board on Defence, which meets three times a year.

The Military Assistance and Peacekeeping Section of the Defence Relations Division co-ordinates Canadian military-training assistance to newly-independent countries (an activity that is financed through the Department's appropriations) and co-operates with the Department of National Defence in international peacekeeping matters, including the Canadian military contribution to United Nations operations such as the United Nations Force in Cyprus (UNFICYP), the United Nations Military Observer Group in India and Pakistan (UNMOGIP) and the United Nations Truce Supervision Organization in the Middle East (UNTSO). This section is also responsible for Canada's relations with Cyprus. In addition, it assists in making arrangements for naval visits, clearances for military aircraft and the employment of Canadian Forces personnel or equipment in international relief operations abroad.

The *Arms Control and Disarmament Division* is responsible for the development of advice and recommendations concerning governmental



policies and positions related to Canadian contributions to negotiations to stop the arms race. It acts in close consultation with the Defence Relations Division and with the Directorate of Arms Control Policy of the Department of National Defence. The division prepares instructions, in consultation with other bureaux, agencies and departments, for Canadian representatives to the Conference of the Committee on Disarmament in Geneva, which is the negotiating body that reports annually to the United Nations General Assembly. The Committee is seeking agreements in such areas of arms control as a comprehensive prohibition of nuclear-weapons tests and a ban on the development, production and stock-piling of chemical weapons. This division also assists in the formulation and co-ordination of Canadian policies on arms-control questions under consideration in NATO, the most important of which are the Strategic Arms Limitation Talks (SALT) between the United States and the Soviet Union, on which the United States consults closely with its NATO allies. The division co-ordinates the Canadian contribution to NATO studies of the technical and military aspects of MBFR and to military aspects of security proposed for consideration by the Conference on Security and Co-operation in Europe.

The *Bureau of Legal Affairs* consists of two divisions -- Legal Advisory and Legal Operations -- under the general policy direction of the Legal Adviser to the Department of External Affairs, who is also the Director General of Legal Affairs. Each of these divisions functions independently under its own director in close co-ordination with the others, with other divisions in the Department and with other departments of the Government. The functions of the Bureau are as follows:

- (1) To advise the Department of External Affairs and the Canadian Government on matters of international law;
- (2) to contribute to the progressive development of international law in the light of Canadian interests;
- (3) to ensure the development and execution of Canadian foreign policy in accordance with recognized or developing principles of international law;
- (4) to initiate, through appropriate consultation, reviews of established Canadian policy in the field of international legal affairs in the light of domestic and international developments and changing Canadian interests; to plan new initiatives as appropriate;



- (5) to manage the execution of foreign policy in this area of responsibility, and to ensure the effective administration of the Bureau;
- (6) to service enquiries from the public, and in particular from the legal profession, concerning private international law matters;
- (7) to provide a focal point for departmental liaison with the Department of Justice;
- (8) to monitor domestic law developments to ensure that inconsistencies with Canada's international legal obligations are identified;
- (9) in liaison with the Bureau of Personnel to develop and maintain within the career foreign service a supply of legally-qualified personnel to staff legal positions in the Department and at posts.

The function of the component divisions within the Bureau are as follows:

The *Legal Advisory Division* is divided into four sections. The Economic Section advises on the legal aspects of Canada's international economic relations. The Claims Section is concerned with the protection of the interests of Canadian citizens and the Canadian Government arising out of injury or damage to Canadian property abroad. The Treaty Section advises on treaty-interpretation questions, assists in the preparation and interpretation of international agreements, ensures that treaties entered into by Canada are concluded in accordance with Canada's international and domestic legal obligations, maintains treaty records, registers treaties with the United Nations, publishes treaties in the *Canada Treaty Series* and tables them in Parliament. The Constitutional and Advisory Section advises on the constitutional aspects of Canada's international relations, on questions relating to recognition of states and governments, on diplomatic and consular privileges and immunities, and such other international legal matters as do not fall within the designated responsibilities of other sections in the Bureau.

The *Legal Operations Division* serves as the operational arm of the Department for a number of international legal activities, many of which are closely connected with the United Nations. It has particular responsibility for Canada's position on subjects under discussion in the Sixth (Legal) Committee of the United Nations General Assembly, as well as subjects, such as the law of the sea and

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outer space, that are dealt with in other committees of the Assembly. The division also concerns itself in a variety of ways with Canada's role with respect to the development of international law in all fields. The Legal Operations Division is organized into four sections: the Law of the Sea and Fisheries Section, which deals with maritime legal questions, including territorial waters, fishing-zones and the continental shelf, the protection of Canadian fisheries, questions of Arctic sovereignty, and the peaceful uses of the seabed and its resources beyond the limits of national jurisdiction; the Environmental Law Section, which co-ordinates the Canadian approach to international legal activities in the field of human environment and deals with pollution questions having a relation to the law of the sea; the United Nations and Legal Planning Section, which is responsible for all United Nations legal and humanitarian-law questions and assists in the planning of Canadian policy on quasi-legal matters, as well as co-ordinating departmental relations with the international law academic community in Canada; the Private International Law Section, which assists the legal profession and the public with the administration of private international law, particularly international civil practice and procedure pertaining to the service and authentication of documents in legal proceedings abroad and the furthering of extradition proceedings to and from Canada.

The *Bureau of Consular Affairs* deals with all consular matters except the issuing and control of passports and other travel documents that are the business of the Passport Office. The Director-General is responsible to the Under-Secretary of State for External Affairs for managing the consular function of the Bureau and for exercising general supervision over the Consular Policy and Research Division and the Consular Operations Division. Within the framework of these two broad areas -- policy and operations --, the Bureau, besides dealing with the constant flow of enquiries from the Canadian public, has the major responsibility of giving daily guidance and instructions to Canadian posts, particularly with regard to assisting the rapidly-increasing number of Canadians travelling in all parts of the world.

The *Consular Policy and Research Division* is responsible for the drafting of consular agreements with other countries; for tendering advice on consular policies and procedures and assessing their implication in a variety of activities, including Canadian merchant shipping, immigration and citizenship matters; for completing and amending the *Manual of Consular Instructions*; for preparing and issuing circular documents of instructions to posts abroad; for conducting consular training programs; for developing consular policy research and undertaking special projects; for publication of the departmental publication *Information for Canadians Travelling Abroad*; and for maintaining liaison with other departments or organizations concerned with matters of consular policy.



The *Consular Operations Division* is responsible for providing advice and instructions to posts with respect to Canadians in difficulty abroad, including those who are ill, have sustained injury, or are in detention or temporarily destitute; for giving them, where warranted, financial aid on a recoverable basis to relieve immediate distress or to enable them to return to Canada; for making arrangements in connection with the death of Canadians abroad and the settlement of estates; for authorizing the issuance of diplomatic and courtesy visas to foreign officials; for answering enquiries in matters pertaining to travel abroad; for providing assistance in obtaining birth, marriage, death, and other official documents from certain foreign countries; for contingency planning and for maintenance of a register of Canadian residents abroad.

The *Passport Office*, which is directly responsible to one of the Assistant Under-Secretaries, issues passports to Canadian citizens. This is done in Canada through the main Passport Office at Ottawa and through regional offices at Montreal, Toronto, Vancouver, Halifax and Edmonton. Abroad, service is provided through Canadian diplomatic missions and consular and trade offices. The Passport Office issues certificates of identity and United Nations Refugee Convention travel documents to non-Canadians legally landed and currently residing in Canada who are eligible to receive them. It also provides limited consular and passport service on behalf of certain newly-independent Commonwealth countries that do not have diplomatic missions in Ottawa.

During 1972, 489,000 passports were issued for citizens residing in Canada and 34,000 were issued by posts abroad for Canadians travelling or residing outside Canada. In addition, 1,300 United Nations Refugee Convention travel documents and 1,500 certificates of identity were issued. Growth in public demand for passport services has increased by 170 per cent in the past ten years.

The *Bureau of United Nations Affairs*, which consists of two divisions, United Nations Economic and Social Affairs and United Nations Political and Institutional Affairs, provides advice on and co-ordinates the implementation of Canadian policy towards the United Nations and the related "family" of Specialized Agencies and other bodies. A major function of the Bureau and its divisions is to assist in the appointment, briefing and co-ordination of the work of Canadian delegates who participate from time to time in nearly all of these bodies that offer an opportunity to advance Canadian policy objectives. In addition to its major co-ordinating responsibility, the Bureau has a variety of operational responsibilities and serves as the head-



quarters link with the Permanent Missions in Geneva and New York, as well as with other Canadian missions in respect of the UN tasks they discharge.

As its names suggests, the *United Nations Political and Institutional Affairs Division* has the task of assessing, on a continuing basis, the political implications of developments in the Security Council, the General Assembly or other UN organs, and examining the institutional development of the United Nations system and administrative and procedural questions.

The *United Nations Economic and Social Affairs Division* has responsibility for the co-ordination of Canadian policy and activity regarding the Economic and Social Council and its subsidiary organs, the special bodies of the United Nations and the Specialized Agencies. Matters of human rights and the status of women, and UN issues of social and economic development, fall within the purview of this division.

The *Bureau of Public Affairs* has been established to bring together management activities of the Department that are essentially devoted to relations with the public or sections of the public at home and abroad. The purpose of this grouping is to seek to ensure correlation of the several activities involved. The component units are: the Academic Relations Service, the Cultural Affairs Division, the Information Division, the World Exhibitions Program and the Historical Division.

The *Academic Relations Service* is a division set up to foster understanding and co-operation between the Department and academics, universities and internationalist groups in Canada interested in the study and discussion of international relations and in the long-term formulation of Canadian foreign policy. To that end, the Service sets up and carries out programs for the establishment and development of contacts with individuals and organizations to arrange consultations, discussions, meetings and various other forms of exchange.

In co-operation with other concerned divisions, the Academic Relations Service invites academics and organizations to undertake research on a contract basis on international relations and foreign-policy subjects. It arranges the secondment to universities, on a yearly basis, of senior departmental officers ("foreign service visitors") to engage in teaching, discussion, research and other academic activities relating to international affairs.

Generally speaking, the Service's aim is to ensure a continuing dialogue and a close relation and, most important of all, mutual

respect and confidence, between officials engaged in the pursuit and implementation of foreign policy and those scholars who devote themselves to study and research in international affairs, particularly in areas of operational relevance to the Department.

The *Cultural Affairs Division* is responsible for the conduct of cultural relations between Canada and other countries so far as these contacts occur through intergovernmental channels. It also maintains liaison with other agencies, both official and private, with a view to making Canada better known through its cultural and educational activities. It has specific responsibility for the governmental aspects of Canada's membership in the United Nations Educational, Scientific and Cultural Organization (UNESCO) and provides departmental liaison with the Canadian National Commission for UNESCO. The division's duties include primary responsibility for negotiating and administering cultural agreements with other countries and developing cultural programs with them (including such activities as scholarship awards, exchanges of professors, tours by performing arts groups and art exhibitions). It arranges for Canadian participation in cultural events outside Canada, such as festivals of the arts and handicrafts, selected international exhibitions and competitions, and participation by foreign artists and cultural personalities in similar events in Canada. It helps keep Canadian cultural organizations informed of cultural activities outside the country and provides general assistance to Canadian students, artists and professors going abroad. It has a book-presentation program that arranges donations of Canadian books to libraries abroad, and it handles questions arising from international agreements on intellectual property and copyright.

The *Information Division* has two main functions: (1) to spread abroad the knowledge and understanding of Canada and of the Canadian people and (2) to provide information on Canada's external policy and the work of the Department of External Affairs to Canadians as well as citizens of other countries. The division produces a variety of publications, such as *Statements and Speeches*, *Reference Papers*, *Reprints*, the departmental bimonthly journal *International Perspectives*, *Canada Weekly* and several booklets and folders in English, French and a number of foreign languages. It also purchases certain Canadian publications in quantity for distribution abroad. In association with the National Film Board, the division organizes the distribution of films by Canadian posts. It co-operates with Information Canada/Expositions in the provision of display materials to posts for trade fairs and exhibitions in other countries. It is responsible for liaison between the Department and the Canadian Broadcasting Corporation (CBC), and for co-operation with the CBC International Service. The division has a visits program under which prominent journalists are brought to Canada.



The *World Exhibitions Program* is concerned with liaison with and representation at the International Bureau of Exhibitions in Paris. It co-ordinates the handling of invitations to take part in world exhibitions, determines interdepartmental interest and makes recommendations. It also provides for the organization and direction of Canadian participation in world exhibitions.

The *Historical Division* is responsible for the archive activities of the Department, for historical work in the realm of foreign affairs, and for the preparation of background material on international issues for use in the Department. The division deals with requests from scholars studying Canada's external relations for access to departmental records and assists them in their research when possible. It also conducts the Department's program of oral history.

One of the major tasks of this division is the compilation and editing of state papers in the continuing series entitled *Documents on Canadian External Relations*, four volumes of which have already been published. The fifth and sixth volumes will appear shortly, and editorial work on two further volumes, which will bring the series down to December 1941, is well advanced.

The *Bureau of Co-ordination* co-ordinates and develops policies concerning provincial participation in Canada's international relations and Canada's role in the institutions and activities of the Commonwealth and of La Francophonie. It comprises three divisions: Federal-Provincial Co-ordination, Commonwealth Institutions and Francophone Institutions.

The *Federal-Provincial Co-ordination Division* is concerned with the federal-provincial aspects of Canada's international relations. The division's primary responsibility is to maintain liaison with the provinces regarding their interest in international affairs and to facilitate their international activities in a manner that will fully meet provincial objectives and be consistent with a unified Canadian foreign policy. Thus the division carries out a liaison function at both the provincial and federal levels of government. On the provincial level, it is in regular contact with officials of the provinces and, in conjunction with provincial authorities, seeks to establish closer working relations and more effective procedures for consultation. On the federal level, the division co-operates with other departments and agencies to ensure that full account is taken of provincial interests abroad. The division co-ordinates the activities of other divisions of the Department and of Canadian posts when these relate to areas of provincial interest.

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In carrying out these purposes, the Federal-Provincial Co-ordination Division is engaged primarily in the following activities: It assists in making arrangements for visits abroad by provincial representatives, as well as for visits of foreign representatives to the provinces. It also tries to ensure that the provinces are adequately represented on Canadian delegations to international conferences and organizations. With respect to Canada's program of assistance to developing countries, the division seeks to ensure that provincial aid projects are co-ordinated with the activities of the Canadian International Development Agency and with the development-assistance programs for which CIDA is responsible. The division is also responsible for consulting the provinces with respect to the conclusion of treaties, conventions and other formal agreements between Canada and foreign countries when these touch on areas of provincial or joint federal-provincial jurisdiction.

The *Commonwealth Institutions Division* has general responsibility for Canada's participation in the Commonwealth association and its many subsidiary and related bodies. In particular, it is responsible for co-ordinating Canadian participation in Commonwealth heads of government meetings and in other Commonwealth conferences and serves as a focal point for communications with the Commonwealth Secretariat and a reference centre for any matters involving the Commonwealth. Its main functions, in conjunction with other divisions of the Department and with other departments and agencies of the Government, are to advise on Canada's participation in Commonwealth programs and activities and to co-ordinate the implementation of Government policies in relation to the Commonwealth. It also has an advisory and liaison function in relation to Canadian involvement with the more than 250 non-governmental institutions, associations and organizations associated with the Commonwealth. In carrying out these responsibilities, the division tries to maintain the common traditions and values derived from experience and to foster the long-established customs of informal consultation and good-neighbourly co-operation that lie at the heart of the Commonwealth relation and give the association its unique character.

The *Francophone Institutions Division* has general responsibility for the multilateral aspects of Canada's relations with French-speaking countries. It assists in formulating and implementing Canadian policy on multilateral relations between these countries and in co-ordinating the Canadian contribution to their aid programs. Thus the division is responsible for handling all aspects of the Canadian presence in La Francophonie, the cultural community of the world's French-speaking countries. *Inter alia*, it establishes and co-ordinates Canadian participation in various meetings and events of an official or semi-official nature taking place in such countries.

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The division establishes Canadian participation, and co-ordinates policy, at various intergovernmental conferences or within organizations of the *francophone* countries. In particular, it handles Canada's participation in the Agency for Cultural and Technical Co-operation, of which Canada is a founding member. It co-ordinates formulation of the Canadian viewpoint at discussions of agencies of this organization, and establishes the broadest possible balanced participation by Canada in the Agency's programs and activities -- both those involving multilateral action and those taking place in Canada itself. At the private level, it performs a role of liaison and support in international associations and organizations of a private nature within the French-speaking world community, in order to ensure effective and representative Canadian participation.

Administrative Bureaux The *administrative bureaux*, which constitute the rest of the headquarters bureaux structure, are: Communications and Information Systems; Finance and Administration; and Personnel. These support bureaux run the machinery for the widely-dispersed operations of the Department and, in consultation with the area bureaux, help to administer its resources.

The *Bureau of Communications and General Services* consists of the Central Services Division, the Library Services Division, the Records Management Division and the Telecommunications Division.

The *Central Services Division* produces the manuals, reports and circular documents needed for the efficient administration of the Department. It also edits post reports, and is responsible for the planning and subsequent operation of a data-processing unit to service all divisions of the Department.

The *Library Services Division* maintains, through the purchasing and organization of monographs, serials, documents and related information materials, a main library and one branch library at departmental headquarters. Besides making available to officers and others information relevant to the work of the Department, the Library Services Division functions as a research library for university professors and students as well as other researchers both from Canada and abroad.

The *Records Management Division* is charged with the custody and management of records at departmental headquarters and exercises functional control over records at posts. It is responsible for the data-processing of all official correspondence at the time of its receipt or production in such a way as to be able to retrieve it without delay by means of a classification and indexing system uniformly applied throughout the Department. It is also responsible for scheduling valuable records for retention and valueless ones for

destruction, and for the carrying-out of these tasks. It provides research and reference services for the retrieving of information contained in inactive as well as active records.

The *Telecommunications Division* is responsible for the administering and operation of the Canadian diplomatic communications system, which provides for the despatch and receipt of messages by telegram, teletype, telex, diplomatic courier and diplomatic mail facilities between Ottawa and posts abroad. It also arranges for the provision, installation and maintenance of telephone equipment at selected posts, conducts training courses for communicators, technicians and other departmental personnel and is responsible for buying, leasing and maintaining all equipment used in the system.

The *Bureau of Finance and Administration* provides support services to the Department through four divisions -- Finance, Management Services, Matériel Management and Property Management. As directed by the Government, these support services are provided on an integrated basis for most Government operations abroad except operational military formations. In accordance with Government policy, the Department has adopted a decentralized system of financial management that should increase the flexibility and effectiveness of program-management in the field.

The *Finance Division* provides a wide range of accounting and financial services to the Department, including the preparation and submission to Treasury Board of annual program-forecasts and estimates, the maintenance of financial controls over departmental accounts, fiscal accounting and reporting to the Receiver General, cash forecasting to the Department of Finance, preparation of the departmental section of *Public Accounts*, and the verification of expenditures and revenues to ensure compliance with Parliamentary, executive and departmental authorities.

As a result of the integration of administrative support services for foreign operations, the division determines the financial procedures followed by all Canadian government departments at posts.

The *Management Services Division* acts, in general, as an internal management and systems consultant for the Department. It studies particular situations and problems at headquarters or posts.

A particular aim of this division is the gradual development of an integrated management-information system to serve all the needs of the Department other than in the substantive information area. To attain this goal, the division is responsible for reviewing and

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assessing, before they are implemented, all new computer applications proposed anywhere in the Department.

The *Matériel Management Division* is responsible for ensuring the adequacy of matériel<sup>(3)</sup> support for those Canadian Government posts and agencies outside Canada whose operations have been integrated for administrative support, as well as for the Department of External Affairs headquarters. Its detailed responsibilities include determination of requirements, cataloguing, shipment and distribution, storage, maintenance and repair, accounting for assets on hand and ultimate disposal of matériel when it is beyond further use. Of particular significance is the procurement, through selected sources, of furnishings and equipment for chanceries, official residences and staff accommodations, including the development of major interior-design schemes for furniture and furnishings, and the specifying and acquisition of special technical and domestic electrical and mechanical equipment appropriate for use under peculiar and adverse climatic conditions and in under-developed technological environments.

The *Property Management Division* is a service division responsible for the provision, management, maintenance and operation of real property abroad for chanceries, offices, official residences, staff housing, ancillary buildings and grounds, either through building purchase, new design and construction, or Government lease. This service is provided for all federal departments with overseas accommodation requirements, except operational military establishments, at approximately 118 posts in 76 countries. The Government-owned and Government-leased accommodation is managed, maintained and operated in accordance with policy and technical guidance provided by the division and administered by the posts.

The *Bureau of Personnel* consists of the Personnel Planning and Development Division, the Personnel Operations Division and the Staff Relations and Compensation Division.

The *Personnel Planning and Development Division* is responsible for manpower planning, including the forecasting, accounting for and reporting of personnel utilization; the development and implementation of training programs, including language-training; the conduct of special projects and studies with the aim of increasing managerial effectiveness and making the best use of staff resources; and the administration of a position-classification system for the determination of the relative worth of departmental jobs.

The *Personnel Operations Division* is responsible for the recruiting, assignment, posting, secondment, transfer and separation of Canada-based personnel in the Department, including officers, clerks,

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(3) Defined by the Treasury Board as all moveable public property except money obtained by a department in support of its operations.

stenographers, communicators, security guards and specialist personnel (a total of 2,513 as of December 31, 1972). The division is also responsible for the implementation of the appraisal and promotion system for all categories of personnel. In addition, it deals with the administrative arrangements relating to assignments abroad and the designations of personnel of other departments and agencies at posts. Finally, it is responsible for career development and counselling, as well as for a broad variety of general personnel matters associated with the operational aspects of foreign service personnel assignments.

The *Staff Relations and Compensation Division* is responsible for the development, review and administration of policy on foreign service terms and conditions of service as well as on travel and removal; the management and administration of pay and compensation services and regulations governing accommodation abroad; leave and attendance; superannuation and employee participation in hospital and medical insurance plans; staff relations; the health and safety of employees abroad; personnel welfare counselling; the development and implementation of systems and procedures consequent upon statutory provisions, central agency directives and collective bargaining agreements; the administration of locally-engaged employees abroad; the making of travel and removal arrangements for departmental as well as for foreign operations personnel of the Departments of Industry, Trade and Commerce, and Manpower and Immigration; the development and administration of special voting procedures for all public servants abroad.

**Posts Abroad** Canada's diplomatic missions and consular offices form an integral part of the Department. Heads of diplomatic and consular posts report to the Secretary of State for External Affairs and receive their instructions from him.

The diplomatic staff of an embassy consists of the ambassador, assisted by one or more foreign service officers, who may also be assigned consular duties to the extent required by the volume of consular work. Where separate consular offices exist, they operate under the general supervision of the head of the diplomatic mission in the country, while receiving instructions in matters of detail from the appropriate division in the Department.

Part of the work of a post is to distribute information about Canada. In a few places this is done by full-time information officers; elsewhere it is undertaken by other officers. Where there are no diplomatic or consular representatives, trade commissioners or other Canadian Government officials stationed in the country do this work.



In some cases officers of other departments of the Canadian Government -- commercial, immigration, military, naval, air or others -- are attached to missions. Though responsible to their departmental heads in Ottawa, they also work under the general supervision and direction of the head of the mission.

The work of a mission is:

- (a) to conduct negotiations with the government to which it is accredited;
- (b) to keep the Canadian Government fully informed of political or other developments of significance in the country in which it is serving;
- (c) to watch over Canada's interests in the country;
- (d) to serve Canadians in the country;
- (e) to make information about Canada available.

A constant flow of communications keeps the missions and the Department in Ottawa in close touch on all such matters.

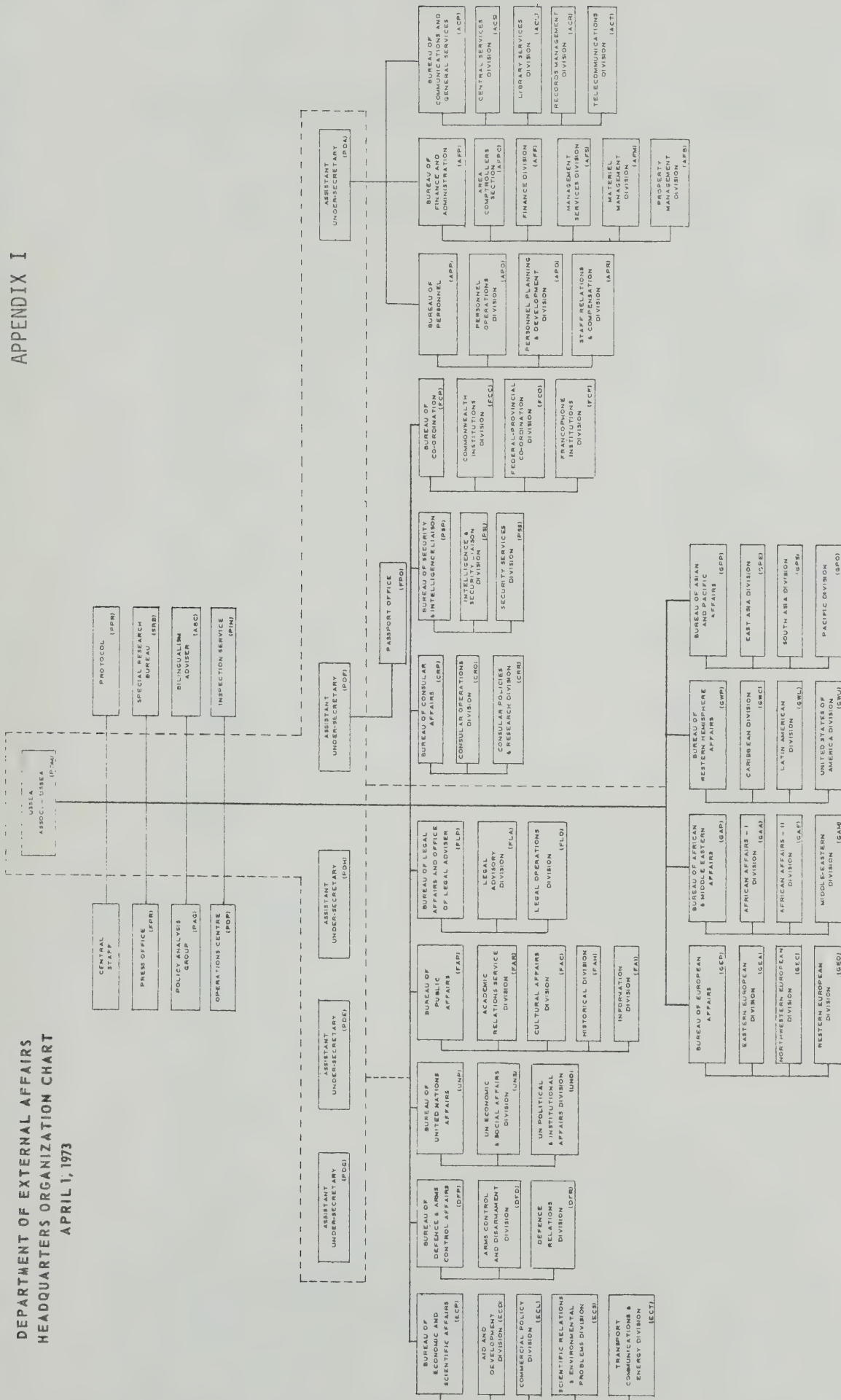
Qualifications for the Service    Those entering the external service of Canada do so on a career basis under the merit system. Only Canadian citizens who have resided at least ten years in Canada are eligible for admission.

RP/C

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DEPARTMENT OF EXTERNAL AFFAIRS  
HEADQUARTERS ORGANIZATION CHART  
APRIL 1, 1973

APPENDIX I







## APPENDIX II

### AREA DIVISIONS AND COUNTRIES FOR WHICH EACH IS RESPONSIBLE

#### *Bureau of African and Middle Eastern Affairs*

##### African Affairs I Division

Angola  
Botswana  
Ethiopia  
Gambia  
Ghana  
Kenya  
Lesotho  
Liberia  
Malawi  
Mauritius  
Mozambique  
Namibia  
Nigeria  
Portuguese Guinea  
Rhodesia  
Sierra Leone  
Somalia  
South Africa  
Swaziland  
Tanzania  
Uganda  
Zambia

##### African Affairs II Division

Algeria  
Burundi  
Cameroon  
Central African Republic  
Chad  
Congo  
Dahomey  
Equatorial Guinea  
Gabon  
Guinea  
Ivory Coast  
Madagascar  
Mali  
Mauritania  
Morocco  
Niger  
Rwanda  
Spanish Sahara  
Senegal  
Togo  
Tunisia  
Upper Volta  
Zaire

##### Middle Eastern Division

Bahrein  
Egypt  
Iran  
Iraq  
Israel  
Jordan  
Kuwait  
Lebanon  
Libya  
Oman  
Qatar  
Saudi Arabia  
Sudan  
Syria  
Union of Arab Emirates  
Yemen, Democratic Republic of (South Yemen)  
Yemen Arab Republic (North Yemen)



*Bureau of Asian and Pacific Affairs*

East Asia Division

Burma  
Cambodia  
China, People's Republic of  
Hong Kong  
Laos  
Mongolia  
Thailand  
Viet-Nam, Democratic Republic of  
Viet-Nam, Republic of

Pacific Division

Australia  
Indonesia  
Japan  
Korea  
Malaysia  
Nauru  
New Zealand  
Oceania  
Philippines  
Samoa  
Singapore  
Tonga

South Asia Division

Afghanistan  
Bangladesh  
Bhutan  
India  
Maldiv Islands  
Nepal  
Pakistan  
Sikkim  
Sri Lanka

*Bureau of European Affairs*

Eastern European Division

Albania  
Bulgaria  
Czechoslovakia  
German Democratic Republic  
Hungary  
Poland  
Romania  
U.S.S.R.  
Yugoslavia

Northwestern European Division

Britain  
Denmark  
Finland  
Iceland  
Ireland  
Norway  
Sweden

Western European Division

Andorra  
Austria  
Belgium  
Cyprus  
France  
Federal Republic of Germany

Greece  
Holy See  
Italy  
Liechtenstein  
Luxembourg  
Malta

Monaco  
Netherlands  
Portugal  
San Marino  
Spain  
Switzerland  
Turkey

*Bureau of Western Hemisphere Affairs*

Caribbean Division

Bahamas  
Barbados  
British Honduras  
Guyana  
Jamaica  
Trinidad and Tobago  
West Indies Associated States

Latin American Division

Argentina  
Bolivia  
Brazil  
Chile  
Colombia  
Costa Rica  
Cuba  
Dominican Republic  
Ecuador  
Guatemala  
Haiti  
Mexico  
Netherlands Antilles  
Paraguay  
Peru  
Uruguay  
Venezuela

United States of America Division

Puerto Rico  
United States of America  
U.S. Virgin Islands



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